UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/16
24 May 1991

ORIGINAL: ENGLISH

Thirty-eighth session
3-21 June 1991, New York
Item 3 (a) of the provisional agenda

SUPPORT

SPECIAL PROGRAMMES OF ASSISTANCE

AFRICA-RELATED MATTERS

Role of the United Nations Development Programme in the implementation of the United Nations Programme of Action for African Economic Rocovery and Development 1986-1990

Report of the Administrator

SUMMARY

The present report provides information on the role of the United Nations Development Programme (UNDP) in the implementation of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD) and responds to Governing Council decision 90/29 of 22 June 1990.

The report describes UNDP's support in setting up consultative mechanisms under the Programme of Action and enhancing regional and country programmes in Africa, as well as significant initiatives undertaken in the course of UNPAAERD to address issues of major concern to African countries, including aid coordination, assessment and programming of technical cooperation, management of their economies and public sector institutions, poverty alleviation and technical cooperation among developing countries. It also outlines UNDP's participation in the overall review of UNPAAERD and possible successor arrangements under the auspices of the Secretary-General.

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 7	3
II.	SUMMARY OF UNDP'S SUPPORT TO UNPAAERD	8	4
III.	UNDP SUPPORT OF UNPAAERD COORDINATING MECHANISMS	9 - 10	4
IV.	RESOURCE PROFILE	11 - 14	5
V.	SELECTED UNDP SPECIAL INITIATIVES AND PROGRAMMES OF THE REGIONAL BUREAU FOR AFRICA, THE REGIONAL BUREAU FOR ARAB STATES AND EUROPE, AND SPECIAL FUNDS UNDER THE AUTHORITY OF THE ADMINISTRATOR DURING THE IMPLEMENTATION OF UNPAAERD	15 - 70	6
	A. Special initiatives and programmes	15 - 38	6
	B. Initiatives/programmes by funds and specialized units	39 - 50	13
	C. Some issues of special concern to UNPAAERD	51 - 66	16
	D. Beyond UNPAAERD 1986-1990	67 - 70	21

/...

I. INTRODUCTION

1. The General Assembly, at its thirteenth special session, adopted by consensus resolution S-13/2 of 1 June 1986 which established the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD).

2. The Programme of Action, in accordance with the objectives and strategies of Africa's Priority Programme for Economic Recovery 1986-1990, 1/ adopted by the Assembly of Heads of State and Government of the Organization of African Unity (OAU) at its twenty-first ordinary session, held at Addis Ababa from 18 to 20 July 1985, sought to reverse the economic decline in the region and to establish a firm basis for sustainable development. UNPAAERD placed special emphasis on action for the improvement of the food situation and the rehabilitation of agricultural development in Africa; drought and desertification; human resources development; and socio-economic policy reforms, including measures for alleviating Africa's external debt burden.

3. The Governing Council, in its decision 86/27 of 27 June 1986, authorized the Administrator to take appropriate action within his mandate in relation to the implementation of the Programme of Action. Since then the Administrator has submitted reports to the Governing Council (DP/1988/24, DP/1989/22, DP/1990/30) on the role of the United Nations Development Programme (UNDP) in the implementation of UNPAAERD.

4. At its forty-fifth session, the General Assembly adopted resolution 45/178 A of 19 December 1990, which set into motion a process for the final review and appraisal of the implementation of UNPAAERD. UNDP is actively participating in the work of the UNPAAERD secretariat, whose Secretary is the Assistant Administrator and Director of the Regional Bureau for Africa. At the Inter-Agency Task Force (IATF) level, one UNDP Professional staff member is working full time in assisting to prepare the draft report of the Secretary-General in addition to being UNDP's representative on the Task Force. UNDP field offices in Africa were host to the review teams that undertook follow-up missions in February 1990 to collect data on the African countries' actions under UNPAAERD. Later in 1991 four cluster meetings of African Planning and Finance Ministers will be organized to consider the outcome of the review of UNPAAERD and to discuss possible successor arrangements. These will be followed by a joint meeting of the Ministers and UNDP.

5. The present report focuses on the role of UNDP in the implementation of UNPAAERD during 1986-1990 and responds to Governing Council decision 90/29 of 22 June 1990.

6. The Administrator submitted a report (DP/1991/17) covering the results of the evaluations undertaken on the Social Dimensions of Adjustment (SDA), National Technical Cooperation Assessment and Programmes (NaTCAPs) and UNDP assistance to intergovernmental organizations in Africa, as requested in

paragraph 2 of Governing Council decision 90/29. The evaluations were completed and the full reports have been submitted to the Governing Council as background documents.

7. In the case of Structural Adjustment Advisory Teams for Africa (SAATA), the results of a technical review were not ready at the time of writing this report. They are expected to be ready by June 1991 and as such the findings and recommendations will form part of the oral presentation to the Governing Council when the item on evaluation is discussed.

II. SUMMARY OF UNDP'S SUPPORT TO UNPAAERD

8. The role of UNDP for the implementation of the priorities of UNPAAERD (1986-1990), may be summarized as follows:

(a) Support for the establishment of coordinating mechanisms for overseeing and monitoring the implementation of the Programme of Action and active participation in consultative mechanisms and promotion of UNPAAERD with other United Nations agencies;

(b) Reorientation of country and regional programmes during the fourth cycle (1987-1991) towards UNPAAERD priorities within an overall increase in resource flows to the region;

(c) Institution of special measures in support of African economic recovery and development by the regional bureaux;

(d) Enhanced activities and programmes by special funds under the Administrator;

(e) Creation of special initiatives to address priority gaps in technical cooperation.

III. UNDP SUPPORT OF UNPAAERD COORDINATING MECHANISMS

9. The Steering Committee of UNPAAERD was set up as the vehicle for informing the international development community, collating information, preparing reports and sharing information on key follow-up economic and financial action especially on the most promising experiences in the implementation of UNPAAERD. It was also set up to build a substantial body of sectoral thematic appraisals that can contribute towards a comprehensive final report by the Secretary-General on the Programme of Action. To that end an Inter-Agency Task Force (IATF) comprising the United Nations Children's Fund (UNICEF), the United Nations Conference on Trade and Development (UNCTAD), UNDP, the Economic Commission for Africa (ECA), the World Food Programme (WFP), the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Bank and the African Development Bank (AfDB) was set up to assist the Steering Committee.

10. Under project RAF/86/043 UNDP provided $1.6 million to support the secretariat of the Steering Committee to finance the cost of three Professional staff and to meet part of the cost and delivery of "African Recovery". The secretariat has been a major medium of information on African development during UNPAAERD. UNICEF contributed its support to the secretariat by funding the post of the Secretariat Coordinator. Bilateral donors - the United States of America, Denmark, Finland, France, Switzerland, Norway, the Netherlands, Japan, Germany and Canada - and the United Nations Population Fund (UNFPA) together contributed an additional $1.5 million. Furthermore UNDP, under the ECA-executed project RAF/88/127, provided $700,000 for the organization of sensitizing seminars in Africa and for the monitoring and appraisal of UNPAAERD activities on the continent. The project has facilitated the fielding of missions to all African countries to collate information on the efforts of the African countries themselves during 1986-1990 for the preparation of the final report of the Secretary-General on UNPAAERD. The financial support was complemented by active involvement in the activities of both the UNPAAERD secretariat and IATF.

IV. RESOURCE PROFILE

11. UNPAAERD envisaged the mobilization of $128.1 billion additional resources of which 64.4 per cent was expected to come from the African countries. This would have meant an additional amount of $US 9 billion Official Development Assistance (ODA) inflows per annum over the period 1986-1990. In reality, however, only marginal increases were experienced in nominal terms, and in real terms the period witnessed a substantial decline in resource flows to Africa. From an estimated total of $25.9 billion net resource flows in 1985, total official and private resource inflows rose only slightly to $26.1 billion in 1987, $27.4 billion in 1988 and $27.4 billion in 1989. Of the total inflows, private flows (direct foreign investment, commercial bank lending and other private flows) declined from $6.7 billion in 1986 to only $3.5 billion in 1989. Net transfers were even lower with total net financial flows falling from $12.2 billion in 1986 to $10 billion in 1989 in nominal terms, or from $10 billion to $6.7 billion in constant 1985 prices. A fuller analysis of the resource flows to Africa during UNPAAERD was presented in UNCTAD document TD/B/1280/Add.1 of 25 January 1991.

12. UNDP resources from all sources allocated to Africa, however, nearly doubled during the fourth programming cycle (1987-1991). In the case of sub-Saharan Africa, the resources rose from $1.2 billion during 1982-1986 to $2.141 billion in 1987-1991. Major priority areas of UNPAAERD received enhanced allocation within the overall increase. Compared with 1986 levels, by 1990 agricultural development support services increased by 106 per cent, with other sectors in support of agriculture such as land transport, trade promotion and development finance support experiencing significant increases. Drought and desertification programmes, including those financed by the United Nations Sudano-Sahelian Office (UNSO), increased by 100 per cent. In the area of human development support for education increased by 67 per cent, employment promotion by 75 per cent of which skills development rose by

142 per cent. Funding for industry support increased by 97 per cent. Population, natural resources and science and technology also received significant increases in support.

13. Notwithstanding that the fourth cycle indicative planning figure (IPF) resources were allocated prior to the formation of UNPAAERD, IPF resources to the Africa region increased by $442 million compared with third cycle allocations. Other non-IPF UNDP resources made available to the region include the Special Measures Fund for the Least Developed Countries (SMF/LDC), Special Programme Resources (SPR), Special Industrial Services (SIS), the Management Development Programme (MDP) and IPF add-on funds which cumulatively accounted for over $40 million. In addition, the Africa region continued to benefit, over the fourth cycle, from a variety of trust funds and UNDP special funds including UNSO, the United Nations Capital Development Fund (UNCDF), the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE) and the United Nations Development Fund for Women (UNIFEM) estimated at over $210 million, as well as from Government and third-party cost-sharing.

14. At its thirty-seventh session, the Governing Council adopted decision 90/34 of 23 June 1990 on the fifth programming cycle, which will have a significant impact on programmes in the Africa region. A priority allocation of 87 per cent of the IPF will be channelled to countries with a gross national product of $750 or less during the fifth programming cycle. It is thus expected that the Africa region will benefit from an estimated 50 per cent allocation of total IPF resources over the next cycle.

V. SELECTED UNDP SPECIAL INITIATIVES AND PROGRAMMES OF THE REGIONAL BUREAU FOR AFRICA, THE REGIONAL BUREAU FOR ARAB STATES AND EUROPE, AND SPECIAL FUNDS UNDER THE AUTHORITY OF THE ADMINISTRATOR DURING THE IMPLEMENTATION OF UNPAAERD

A. Special initiatives and programmes

15. The second half of the 1980s was uniquely characterized by structural adjustment programmes and policy reforms in Africa. UNDP contributed significantly to the dialogue among development agencies and African Governments on enhancing policy reforms, planning and management of structural adjustment through a number of country-level, regional, interregional and global initiatives. The major highlights of these initiatives are set out below.

SDA, SAATA and subregional planning initiatives

16. In 1988, UNDP organized five cluster meetings of African Planning and Finance Ministers during which the above policy matters were discussed. This was followed by the first ever joint meeting ever held between African Planning and Finance Ministers and UNDP Resident Representatives. A cluster meeting of African-Arab Ministers of Planning was organized by the Regional

Bureau for Arab States and Europe (RBASE) at Tunis in May 1989. Nine countries attended and urged cooperation on a regional basis, and between Arab and African States, to tackle the problems faced. There has been continuous dialogue with the Economic Commission for Africa (ECA), the African Development Bank (AfDB) and the World Bank at various levels to build a consensus on United Nations approaches to structural adjustment.

17. Three major initiatives in support of the reforms are as follows: the Social Dimensions of Adjustment (SDA) project, a collaborative UNDP/AfDB/World Bank initiative which aims to assist African countries in strengthening the social services delivery systems to redress the social implications of adjustment programmes; the Structural Adjustment Advisory Teams for Africa (SAATA) programme which seeks to enhance the capacities of African countries to formulate macroeconomic policies; and a regional project (RAF/89/054) entitled "Support for Planning in Africa" which is aimed at reinvigorating national planning capacities. Since 1988, subregional meetings have been organized for leading African economists and planning experts to consider methodology and issues relating to the revival of strategic national development planning for sustainable development. The last such meeting was held at Abidjan in the first quarter of 1991. The thrust of these efforts is to work out a new planning system which can successfully meet the needs for structural transformation on the continent.

National Long-Term Perspective Studies (NLTPS)

18. One conclusion of the efforts during the implementation of UNPAAERD is that the economic recovery and development of Africa requires a longer term framework than traditional three-year adjustment programmes allow. While efforts at establishing sound macroeconomic policies have to be pursued, there are burning issues such as: human resources development, women's role and status, population growth, deterioration of the environment, and poverty alleviation, governance and democracy as well as regional cooperation, which require immediate attention.

19. During the high-level meeting on Africa held at Maastricht, the Netherlands, in 1990, African countries were invited, inter alia, to prepare National Long-Term Perspective Studies and Programmes (NLTPS/P) which could provide socio-economic frameworks to guide policy reform and investment programmes. At that meeting UNDP was entrusted with the leadership of the international community to assist in the preparation of NLTPS/P.

20. The implementation strategy devised by UNDP for launching/promoting the NLTPS/P processes has a national and regional dimension. At the national level, UNDP with the other co-sponsoring agencies - AfDB, ECA and the World Bank - will sensitize national opinion leaders on long-term issues, assist in organizing meetings to discuss those issues and advise on technical and institutional aspects to carry out those exercises, which should in turn mobilize the national expertise available - both government and non-government, both public and private.

21. These national efforts at formulating flexible strategies for the 1990s and beyond and at articulating a short/medium-term programme consistent with the requirements of the long term will be supported/facilitated by a major regional project whose main components are:

(a) Formulation and dissemination of a conceptual and methodological framework for the preparation of perspective studies and long-term programmes at the national level;

(b) Establishment and maintenance of a regional information system;

(c) Training of trainers to disseminate a conceptual and methodological framework of NLTPS;

(d) Fielding short-term consultants to participating countries, aimed at facilitating the management process of individual NLTPS/P;

(e) Launching prospective studies on matters which are deemed of interest to several African countries when they prepare their national projections;

(f) Fostering prospective exercises and long-term planning by subregional organizations and ensuring coherence with the national exercises through successive interactions.

22. Activities of the regional project will be carried out by two teams of experts, one located in Abidjan, the other in Harare, and by African academic and research institutions, which will be designated as "Centres of Excellence". Those centres will be a source of expertise, will offer training facilities and will form a network specialized in prospective and strategic planning.

<u>African Capacity-Building Initiative (ACBI)</u>

23. Africa has an urgent need for top training and research institutions, and for indigenous professional policy analysts and development managers. To address these needs and based on extensive consultations with African experts, institutions and Governments, ACBI is being jointly sponsored by UNDP, the World Bank and AfDB. ACBI is aimed at strengthening local capacities in policy analysis and economic management in sub-Saharan Africa. It seeks to place investment in human capital and institutions high on the agenda of African Governments and donors and to mobilize the resources and sustained commitment of these parties to implement a programme of specific actions.

24. To further these objectives, a new institution, the African Capacity-Building Foundation has been established with a Board of Governors setting overall policies, an Executive Board to guide and direct ACBI operations, and a Management Team to define and implement the ACBI work programme. The Assistant Administrator and Director of the UNDP Regional Bureau for Africa (RBA) has been elected Chairman of the Executive Board.

Against the target of $US 100 million for its first four-year period, about $85 million has been pledged by donors including the United States of America, Canada, France, Sweden, Finland and the United Kingdom of Great Britain and Northern Ireland. UNDP will provide $9.8 million to finance the ACBI Management Team for the initial period. Although UNDP, AfDB and the World Bank are the lead sponsors, ACBI is intended to represent a true, long-term partnership between sub-Saharan Africa and the entire donor community.

National Technical Cooperation Assessment and Programmes (NaTCAPs) and round tables

25. NaTCAPs have now become an important and well-established process in Africa for national Governments to review the effectiveness of and requirements for technical cooperation. The process of systematically preparing national policy frameworks and priority programmes for technical cooperation, which are the main features of the NaTCAP process, is now under way in 28 countries of Africa. Several more have requested UNDP assistance in launching such a process. At the time the present report was prepared, 11 countries had defined a national policy framework and three (Guinea, Guinea-Bissau and Swaziland) had completed the first three-year rolling national technical cooperation plan. The NaTCAP programme was evaluated this year, and the report is being made available to the Governing Council. The evaluation has validated the approach and the methodology, and has concluded that, overall, the programme has contributed to an improved understanding by both recipients and donors of technical cooperation management issues.

26. A major thrust of UNDP's support has been in the area of aid coordination focusing on an enhanced format of round tables. Under the new round-table format UNDP assisted 13 least developed countries (LDCs) to organize round-table conferences for African countries during the period 1986-1990. In addition, UNDP has contributed 12 papers on technical cooperation at World Bank-organized Consultative Group meetings for African countries since 1988.

Strengthening UNDP's institutional capacity

27. In order to strengthen UNDP's capacity in the field to engage in policy dialogue, the economists' programme was initiated in 1986. In 1988, on the basis of the report of the Administrator (DP/1988/65), the Governing Council approved an increase in the number of international senior economist posts from 12 to 23, the establishment of 30 national economist posts, and the recruitment of a number of Junior Professional Office (JPO) economists for the field. At the time this report was written, there were 21 senior economists, 21 national economists, and 11 JPOs in post throughout the continent. This includes countries covered by both the Regional Bureau for Africa and two countries in North Africa covered by the Regional Bureau for Arab States and Europe. To support this field network and sustain the work-plan adopted for the round tables, NaTCAPs, Consultative Group meetings and policy support, headquarters was strengthened by 6 core Professional posts: 1 LDC Support and Economic Advisory Unit Coordinator; 3 economists for round-table activities; and 2 economists for NaTCAPs. Thus strengthened, UNDP has been able to

provide enhanced support to African Governments in economic policy formulation and aid coordination.

28. The two regional bureaux - RBA and RBASE - continue to work closely together. Activities undertaken by each Bureau include countries from the other Bureau as necessary. For example, Mauritania participated in the cluster meeting of African-Arab Ministers at Tunis in May 1989. The two bureaux, in conjunction with UNSO, are currently working to support African countries in their preparation for the United Nations Conference on Environment and Development. The bureaux are also working together on a number of initiatives, including SAATA, NLTPS and ACBI.

Regional initiatives

29. The period 1986-1990 witnessed an enhanced UNDP collaboration with regional institutions. ECA executed over 20 UNDP-funded projects totalling more than $25 million. The Organization of African Unity (OAU) was supported in the areas of administrative and management capacities through projects valued at $7 million. Other OAU-administered projects totalled $8 million. OAU is also being assisted in its efforts to establish an African Economic Community under a $2 million project. UNDP collaborated with the African Development Bank in major initiatives including the $15 million African Project Development Facility. AfDB is executing a number of UNDP-financed regional projects. Other intergovernmental organizations received substantial support from UNDP. They are increasingly being encouraged to execute UNDP projects, and during the fifth cycle the capacity of regional organizations to execute projects will be made a focus for strengthening. A special evaluation of UNDP programmes of intergovernmental organizations has been prepared for the Governing Council, the summary of which is included in the Administrator's report on three evaluations conducted in Africa (DP/1991/17).

30. At the outset of UNPAAERD the Secretary-General of the United Nations constituted an advisory group of eminent persons with competence in the area of international financial flows to recommend a concrete programme for alleviating the financial burdens of African countries. UNDP financed the preparation of the report entitled "Financing Africa's Recovery: Report and Recommendations of the Advisory Group on Financial Flows for Africa", which was submitted to the Secretary-General in February 1988. In 1990 UNDP also financed an in-depth study commissioned by the Secretary-General on commodity-related development problems in Africa which made action-oriented recommendations with regard to national, regional and international measures to overcome these problems. The report of the Expert Group on Africa's Commodity Problems was submitted to the General Assembly at its forty-fifth session in 1990. 2/ The work of the Expert Group has contributed significantly to international discussions on African development.

31. Within the framework of the current Regional Programme, RBASE developed a project for Maghreb cooperation with the objectives of promoting subregional cooperation between the Maghreb countries (Algeria, Libyan Arab Jamahiriya, Mauritania, Morocco and Tunisia) in areas such as training, consultancies,

studies, seminars, etc. With the formal creation of the Arab Maghreb Union, the need was expressed to initiate a new Maghreb cooperation project in which the Union would play a leading role.

32. During the period 1986-1990 UNDP/RBA approved a total of $58 million to finance subregional and regional projects in transport and communications sectors. Four million dollars was devoted to the coordination and evaluation of the First Transport and Communications Decade in Africa, 1978-1988, and $54 million was allocated to pre-investment and technical assistance projects particularly in three priority areas: human resources and institutional development, subregional and regional integration, and development of manufacturing capabilities. (See the report of the Administrator on the Transport and Communications Decade in Africa (DP/1991/18).) The RBASE fourth country programme (1988-1992) approved ongoing projects of $63 million as of 31 January 1991. The fourth cycle distribution is 42 per cent for food security; 16 per cent human development; 10 per cent natural resources; 8 per cent development issues; 6 per cent environment; and 4 per cent transport/communication.

Global and interregional initiatives relative to science and technology

33. During the period under review (1986-1990), UNDP provided substantial financial assistance to the International Centre of Insect Physiology and Ecology (ICIPE) through a global project entitled Field Testing and Demonstration of Components of Integrated Pest Management Strategies for Crop and Livestock Pests and Disease Vectors (GLO/86/001), with a financial contribution of $6 million. The objective of this assistance was further to develop and disseminate information on pest biology and ecology for better pest management with primary focus on the small farmer. ICIPE has made substantial progress in the understanding of the biology and ecology of major insect pests in tropical Africa. It is now widely recognized as a respected international scientific institution and staffed predominantly by African scientists.

34. Other significant global projects include Improved Control of Animal Trypanosomiasis (GLO/87/004) with a financial contribution of $2,600,000 for the period 1987-1990. It was implemented by the Nairobi-based International Laboratory for Research on Animal Diseases (ILRAD) with a view to developing effective controls for trypanosomiasis and theileriosis (East Coast fever). As a result of continuing financial support through our global project and other donors, ILRAD now possesses the highest capability in Africa for research into trypanosomiasis.

35. UNDP's global programmes have supported the work of the International Fertilizer Development Centre (IFDC) for improving the efficiency of nitrogen and phosphorous fertilizers and developing an expanded programme of training in fertilizer production, distribution, marketing and application. Supplementary assistance for a period of three years was provided to global project GLO/82/005 in the amount of $3,200,000 (1986-1989) to enable IFDC to

undertake preparatory work for the African Fertilizer Centre based in Togo and to continue to expand and intensify the research, training and technology transfer programme for the fertilizer sector in the tropics and subtropics, in order to increase and sustain food production in those regions of the world.

36. A joint African Cooperative Programme was also initiated with UNDP and the International Crops Research Institute for the Semi-Arid Tropics (ICRISAT) through a global project, GLO/81/002, West Africa Sorghum and Millet Programme, after the Sahelian drought. The main objectives of the programme were to cooperate with and strengthen existing West African research for developing higher-yielding varieties of sorghum and millet, to introduce appropriate technologies to achieve consistent and reliable yields, and to train large numbers of national personnel in all aspects of production and research on sorghum, millet and companion crops. Supplementary assistance to this project for 1986-1989 amounting to $4,500,000 was provided to ICRISAT to continue, expand and intensify the research, training and technology transfer programme for the improvement of sorghum and millet in several countries of Africa.

37. Finally, an interregional project was approved during the period under review for emergency assistance to meet short-term and intermediate needs for desert locust control (INT/88/705) with a total contribution of $3,300,000. The project was co-funded by RBA, RBASE and the Division for Global and Interregional Programmes (DGIP). The main objective of the UNDP assistance was to supplement financial aid mobilized from other donors in order to contain the outbreak of locusts through effective control operations and the provision of experienced specialists, equipment and supplies required in countries affected by the outbreak. This assistance was concentrated mostly in the field at country, subregional, regional and interregional levels.

Multi-bilateral initiatives

38. The past year has been a significant one for advancing cooperative arrangements with bilateral donors for programmes in Africa. Notable agreements include the memorandum of intent between UNDP and Portugal concerning the establishment of initiatives for the economic development of African Lusophone countries. Under this agreement, Portugal will provide funds to finance consulting missions, projects of technical assistance and training activities, with particular emphasis on the new initiatives for the promotion of the development of Africa. Most recently a letter of agreement has been concluded between UNDP and France on collaborative arrangements with the Caisse Centrale de Coopération Economique (CCCE) and UNDP for private sector development in Africa. Within the French aid apparatus, CCCE has been given the responsibility for private sector development and activities including restructuring of banking institutions, privatization, mobilization of local savings, creation of investment banks, and establishment of guarantee funds. In addition, a joint communiqué has been issued to UNDP field offices and French missions in Africa reiterating the strong support of the Ministry of Cooperation and Development to NaTCAPs and round tables and indicates the willingness of the French Government to participate in the preparations of fifth cycle country programmes.

B. Initiatives/programmes by funds and specialized units

Technical cooperation among developing countries (TCDC)

39. Efforts were stepped up in the area of TCDC. In 1986 UNDP established an inter-bureaux task force on TCDC activities. At the same time the UNDP Special Unit for Technical Cooperation among Developing Countries took increased measures to popularize the concept and to provide practical support to the implementation of TCDC programmes. The activities in the area have included two TCDC programming exercises in the United Republic of Tanzania and Ghana leading to the identification of over 200 TCDC projects. During the 1987-1988 biennium, TCDC activities in Africa amounted to $2.9 million (0.6 per cent of country IPF expenditures) and they are continuing to rise now that TCDC is a focus of regional activities. Of the total regional IPF expenditures, $30.5 million was used for TCDC activities over the same period.

40. The TCDC activities funded by the Regional Programme for Africa during the biennium 1987-1988 covered essentially three types of programmes: (a) projects specifically designed to promote interregional or intra-African TCDC, e.g., training at the Regional Sugarcane Training Centre for Africa in Mauritius, and support for TCDC exchanges between sub-Saharan Africa and Argentina, Brazil and Tunisia respectively; (b) projects in support of regional and subregional institutions promoting technical cooperation and/or economic integration in particular subregions of Africa, e.g. the Preferential Trade Area of Eastern and Southern African States (PTA), the Southern African Development Coordination Conference (SADCC) and the Economic Commission of West African States (ECOWAS); and (c) regular technical assistance projects which rely specifically on intraregional collaboration, sharing of know-how and use of African expertise, e.g., the African Regional Pest Management Network (PESTNET) sponsored by the International Centre of Insect Physiology and Ecology (ICIPE), the African Timber Organization (ATO) and the Eastern and Southern African Management Institute (ESAMI). Preparatory assistance is also being given for the establishment of a South-South Promotion Centre in Africa.

Integration of women in development (WID)

41. The Regional Bureau for Africa is financing a $9 million package of WID projects in 14 African countries. The projects are designed to raise the productivity of women in key development sectors outlined in UNPAAERD. They include: agriculture, water and sanitation, energy and the informal sector. A number of United Nations agencies are collaborating in these projects; among them are the Office for Project Services (OPS)/UNIFEM, in a $2.7 million regional project which provides credit for women's activities in the informal sector.

42. The integration of women into the development process has been a major concern of the Regional Bureau for Arab States and Europe. To promote women further, a major regional conference was convened in May 1990 in Cairo focusing on the challenges faced by women in the 1990s. All Arab African

countries were represented at this conference, including Mauritania. RBASE is currently working on a programme to support the mainstreaming of women in development based on the conference recommendations.

43. The main thrust of UNDP's WID efforts has been in the area of increased gender sensitivity in all programmes and selection of professional project/programme staff. This is to ensure that gender dimensions are considered in all UNDP's programmes. In addition, RBA, in conjunction with the UNDP Division for Women in Development and UNIFEM, has undertaken special training programmes and projects directed towards women.

UNIFEM

44. Since 1986, the UNIFEM Consultative Committee approved the Africa Investment Plan under which increasing assistance has been provided to Africa. The Plan has emphasized assistance in food and agriculture, the environment, human resources development and the provision of credit for women especially in rural areas. In particular, UNIFEM's Women and Food Cycle Technologies project has collaborated with local authorities in 16 African countries since 1987 to identify and formulate projects which train women in basic food technologies. By December 1990, 13 of these projects were operational. On the whole, in 1986-1990 UNIFEM increased its number of operational activities in Africa from 74 to 104 projects. The corresponding increase in project funding was from $9.3 million in 1986 to $13.6 million in 1990.

UNSO activities

45. During the period 1986-1990, the United Nations Sudano-Sahelian Office approved $US 103 million for programmes and projects. These focused primarily on deforestation control; rangeland management and water resources development, soil protection and sand-dune stabilization; and integrated land management. UNSO also provided assistance in planning and coordination through supporting national efforts to prepare and implement strategy frameworks for national resources management. UNSO increasingly provided support for public information and education in the area of drought and desertification in the Sudano-Sahelian region. UNSO's significant role in assisting African Governments in the preparation of reports for the United Nations Conference on Environment and Development (UNCED) in 1992 is set out in paragraph 58.

United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE)

46. During the period 1986-1990 UNRFNRE executed and financed nine mineral exploration projects in Africa which amounted to $2 million. In addition, it embarked on an ambitious pipeline programme for SADCC countries. By the end of 1990 28 mineral projects for the region had been formulated at an estimated cost of $US 100 million. However, given the financial constraints of the Fund, the implementation of this programme is proceeding slowly. None the less, a project agreement has been signed with the Government of the United

Republic of Tanzania amounting to $3.2 million for the exploration of gold in the north-western part of the country and operations are expected to start in 1991. UNRFNRE is pursuing alternative sources of financing to implement the balance of projects identified.

United Nations Capital Development Fund (UNCDF)

47. Over the period 1986-1990, UNCDF committed over 60 per cent of its resources to the LDCs and "as if" countries in the UNPAAERD region (all of which are in sub-Saharan Africa), with 87 projects amounting to just over $200 million. Programmes aimed at increasing productive activities account for 62.4 per cent of the resources committed, with agriculture, transport and small-scale industries receiving 33.1 per cent, 25 per cent and 4.3 per cent, respectively. Basic needs projects in energy, shelter, health, water supply and education account for the remaining 37.6 per cent. In addition to the funds earmarked for specific countries in sub-Saharan Africa, small entrepreneurs will benefit from two innovative interregional credit projects (totalling $2.2 million) approved in 1990.

Management Development Programme (MDP)

48. MDP was established by the Governing Council at its thirty-fourth session (decision 88/31) with a capital of $US 60 million from the Special Programme Resources (SPR) to help Governments to develop strategic programmes for management improvement. By 31 December 1990, more than 90 Governments had requested support under MDP and projects had been approved in 32 countries. Fifty per cent of MDP resources has been earmarked for programmes in sub-Saharan Africa. In Africa, MDP has contact with 33 Governments endeavouring to strengthen management capacity and improve efficiency and effectiveness in the public sector. By the end of 1990, MDP had committed $10.1 million of SPR funds to approved projects and the development of programmes, while $13.5 million had been contributed by other bilateral and multilateral agencies to activities planned under MDP in Africa.

49. The main fields of concentration in MDP interventions in Africa have been: streamlining of government machinery and the creation or strengthening of institutions for administrative and civil service reforms, including issues of remuneration; human resources management, including personnel management and management education and training; financial management; strengthening capacity for macroeconomic analysis and policy formulation; decentralization and strengthening local government institutions; and enhancing institutional capacities for interfacing with public enterprises and the private sector.

Non-governmental organizations (NGOs)

50. UNDP/NGO collaboration increased over 1986-1990. Highlights of these initiatives include: the establishment of national databases on NGOs in 15 African countries; the development of a roster of consultants on grass-roots initiatives in response to the increasing demand of member countries for such services; the Partners in Development Programme under which 50 NGOs based in Africa received awards for community-based initiatives;

UNDP/ILO workshops for trainers in participatory development; and, the Africa 2000 Network through which financial and technical assistance was channelled to community and grass-roots initiatives (UNDP established national coordinators and selection committees in seven African countries). Project RAF/87/001 on strengthening Government/UNDP/NGO collaboration was established in 1987 to support African NGO associations and to explore modalities for enhanced UNDP/Government/NGO participation. The efforts in this area have been very fruitful as evidenced by the active involvement of NGOs in the preparation, participation and follow-up of the International Conference on Popular Participation in the Recovery and Development Process in Africa, held at Arusha from 12 to 16 February 1990, which resulted in the historic African Charter for Popular Participation in Development and Transformation. 3/ UNDP, in addition to the participation of senior officials in the Conference, contributed $100,000 towards the cost of the Conference.

C. Some issues of special concern to UNPAAERD

Use of African expertise and resources

51. In the spirit of promoting indigenous capacity-building, UNDP has intensified its efforts over the past five years towards increased use of African expertise and resources. A clear upward trend can now be discerned in the use of African consultants, experts and equipment. An Inter-Agency Procurement Services Office (IAPSO)/field office survey on UNDP-funded projects is expected to provide a comprehensive picture of the use of African expertise. While the full results were not available at the time this report was written, preliminary estimates now available on the utilization of experts are most encouraging. Between the years 1986 and 1990 the number of national experts recruited for sub-Saharan Africa grew from 326 to 1,269, representing close to a 300 per cent increase. For the countries north of the Sahara, growth in the number of consultants recruited over the same period nearly doubled. Turning to the United Nations Volunteers (UNV) Programme, the use of African United Nations Volunteers in the region grew dramatically from 346 in 1986 to 739 in 1990, representing an increase of close to 113 per cent. Of the total number of United Nations Volunteers deployed in Africa in 1990, fully 78 per cent were African. The Domestic Development Service (DDS), which channels human resources for community development work, enjoyed similar growth. In 1986, 10 DDS workers were serving in three African countries; by December 1990, 130 DDS workers from 20 African countries were serving in 15 countries in the region. The Division for the Regional Programme in RBA reported that by the end of 1990 50 per cent of the experts engaged in regional projects were from the Africa region.

52. These promising trends are also reflected in the use of African female expertise. Preliminary data show that over 59 per cent of the female consultants recruited by the Office for Project Services in 1990 for the region were African. In an effort to promote cross-regional sharing of African expertise, UNIFEM sponsored a 1990 training workshop on programmes and procedures for 20 African consultants. More precise and descriptive data will

be available once the IAPSO survey has been completed in December 1991. In the meantime, IAPSO will report orally to the Governing Council in June 1991 on the use of African expertise.

53. IAPSO monitors trends in the purchase of equipment from developing countries. While the final statistics are not yet out for 1990, initial figures show a steady increase in the growth of South-South procurement. The level of local purchases of equipment has been limited, however, with the bulk of procurement taking the form of imported vehicles and computer equipment, both hardware and software. This is largely due to the low industrial base in many African economies.

National execution

54. Within the sub-Saharan Africa region the number of projects executed by Governments jumped from 67 in 1986 to 204 in 1989, or over 300 per cent, while expenditures involved have more than doubled over the same period from $7.1 million to $15.0 million. In the Arab-African region, 50 per cent of the Sudan country programme is executed by the Government. A rapid increase in the number of nationally executed projects is planned for Egypt in the fifth cycle country programme.

55. To assist the Government in developing the capacity to manage effectively the growing portfolio of nationally executed projects, UNDP launched a number of training workshops throughout the region. The purpose of these workshops was to bring together Government and UNDP counterparts to clarify the policy and procedural implications of the modality, as well as to resolve specific issues in implementation. In 1989 two subregional workshops were held in Ghana and Malawi involving some 18 countries from East, Southern and West Africa. In the African-Arab countries a workshop was held in Morocco in 1990 and workshops are planned for Egypt and the Sudan in 1991. In 1990, UNDP and ILO established a joint training programme which involves residential training in policy issues and implications of the national execution modality at the ILO Training Centre in Turin as well as field missions which address operational and procedural issues. Joint training workshops involving some nine countries were successfully launched in the United Republic of Tanzania and the Gambia in 1990. There has been a notable improvement in the delivery rate and reporting requirements for nationally executed projects, in the countries which received training.

56. Country-specific missions were also fielded in Uganda, where assistance was provided for establishing a national execution unit within the Ministry of Economic Planning and Development. Similar models for strengthening the management capacity for national execution have been replicated in the United Republic of Tanzania, Malawi and Rwanda and implementation is proceeding smoothly. Reports, however, from the audit missions to some 15 African countries suggest that these training efforts, while effective, need to be followed up to ensure that national management capacities are sufficiently developed to handle the increasing use of the modality and to ensure proper reporting and accountability.

Assistance in designing environmental plans and preparation for the United Nations Conference on Environment and Development (UNCED) in 1992

57. UNDP has been actively involved over the past year in assisting African Governments in the preparation of environmental plans for UNCED. To date, virtually every African country has established a national preparatory committee to coordinate and oversee the process of preparing the national report, and, where necessary, missions have been and are continuing to be fielded to help in the formulation and finalization of plans. IPF resources and centrally controlled funds have been made available to Governments to assist in this process. In May 1991, African-Arab countries were scheduled to attend a regional conference on environment and development to coordinate their presentation to UNCED.

58. Because of UNSO's mandate and role within the United Nations system for activities related to the protection and enhancement of the productive resource base, and at the request of the General Assembly (resolution 44/172), UNSO is assisting some 22 Sudano-Sahelian countries in preparing reports for the 1992 Conference. To coordinate this effort effectively, a Joint Steering Committee was established in September 1990, comprising UNSO, the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS) and the Intergovernmental Authority for Drought and Development (IGADD), which led to a regional meeting of the 22 UNSO countries being convened in February 1991 to exchange views and develop a common understanding of strategic issues for a concerted Sudano-Sahelian programme of action for the preparation of UNCED. The issues and conclusions arising from the meeting are expected to provide useful inputs into UNCED.

59. UNDP has stepped up assistance to Governments in the formulation of environmental management plans. Notable examples include Seychelles and Mauritius, where UNDP provided technical assistance for the formulation of comprehensive environmental management plans, coordinating resource mobilization activities, and launching a donor's conference to raise the financing of specific activities under the plans. In Zimbabwe, preparations are well under way for the first Sustainable Network for Development project in the region which will assist the Government in incorporating environmental concerns into long-term national development plans and will seek to forge a network of regional and national environmental NGOs in support of the programme. UNDP, in collaboration with the United Nations Environment Programme (UNEP) and the World Bank, is also assisting African countries to draw up programmes to benefit from the $1.5 billion Global Environmental Facility.

Private sector initiatives

60. Major efforts were directed at the promotion of the private sector. Since 1988 a total of over 100 country meetings and five subregional meetings have been held in Africa to stimulate private sector activities through promotion of small- and medium-scale enterprises, entrepreneurship and vocational training and enhancement of the policy environment.

61. In addition, UNDP helped to launch a number of innovative projects in support of the private sector. Through the Foreign Investment Advisory Services project (UNDP contributes $1.7 million) UNDP and the International Finance Corporation (IFC) advise Governments on streamlining and simplifying rules and regulations affecting private investment. The Africa Project Development Facility (APDF) with a $10 million commitment, 1986-1995, assists African entrepreneurs to: develop bankable projects, provide sources of equity and loan financing and acquire interests in foreign-owned enterprises and parastatal organizations. A $1.127 million African Small Enterprises Development Initiative seeks to encourage private organizations in promoting the creation, expansion and development of small- and medium-scale enterprises. A $1.415 million "Small-Scale Enterprises Using the Business Incubator Concept" supports national efforts to accelerate the transformation of research efforts into productive activities. And two programmes, the Management Training and Development Fund and the African Management Services Company, aim at strengthening management capabilities in African private sector industries.

62. Other significant initiatives include the financing, through the Investment Development Office (IDO), of seven feasibility studies in Cameroon, Côte D'Ivoire, Guinea, Malawi, the United Republic of Tanzania, Zaire and Zimbabwe. These amounted to $321,000 and were all private sector related. Three of these projects have been successful and resulted in the reimbursement of the cost of the study to UNDP by the investors. In addition to the above, IDO also processed four feasibility studies amounting to a total of $270,000 which were financed through the IPFs on a reimbursable basis. UNDP is also supporting studies towards the establishment of an African investment fund. These programmes and projects are assisting African countries to deal with problems confronting the private sector to enable the sector to play an enhanced role in African economies.

63. Programming missions for private sector development were launched in a number of countries during the period under review. A joint UNDP/Industry Council for Development (ICD) initiative sent programming missions to Senegal and the United Republic of Tanzania to assist the Governments in determining how best to integrate the private sector into an effective partnership for development. In the instance of Tanzania, priority recommendations have been adopted, including the creation of the Tanzania Chamber of Commerce, Industry and Agriculture and also of an Investment Promotion Centre which will act as a central information service for potential investors. Recently, UNDP together with ICD assisted the Government of Namibia in convening a private sector investment conference which brought together potential international investors, members of the domestic private sector and Government officials to discuss their objectives, requirements and concerns. A number of important recommendations were made on areas requiring further attention in the agricultural, manufacturing, and tourism sectors and subsectors. The conference has generally been hailed as a success in launching the Foreign Investment Bill, attracting international interest, and proposing recommendations for creating a more conducive enabling environment for the operation of the private sector.

Emerging priority gaps in technical assistance

64. Many of the development needs of Africa at the start of UNPAAERD largely remain, and hence much of the traditional technical assistance support provided to countries is still needed. Under the NaTCAPs exercise efforts are being made to enhance the effectiveness of such assistance.

65. However, after nearly a decade of adjustment programmes in over 30 countries, new priority gaps in technical assistance are emerging. These include:

(a) National long-term perspective. One conclusion of the efforts during UNPAAERD is that the economic recovery and development of Africa requires a longer term framework than traditional three-year adjustment programmes allow (see paras. 18-22);

(b) African capacity-building. Of increasing concern is the need to build African capacities to formulate national development policies at the highest level. This will obviate the excessive involvement of external agencies in formulation of such policies and their implementation (see paras. 23 and 24);

(c) Popular participation in development. Another emerging technical assistance need is that of assisting the countries to mobilize the greater part of civil society, NGOs and the private sector in national development and to husband the transition towards better governance;

(d) Debt management. Besides their external debt burden, many African countries have also accumulated significant levels of internal debt. Without assistance in managing, rescheduling and reducing the debt problem, the prospects for an economic recovery will remain slight. In many countries room for manoeuvre is diminishing because an increasing proportion of the debt is owed to international financial institutions and hence is not negotiable. Technical assistance is needed to ensure that African countries are able to benefit from innovative measures such as debt-for-equity swaps, debt-for-nature and buy-back arrangements which are providing important relief to countries in other regions.

Cluster meetings of African Planning and Finance Ministers

66. The foregoing emerging needs of Africa will be among the issues that will be discussed by African Planning and Finance Ministers as requested by the Governing Council in paragraph 4 of its decision 90/29. The subregional cluster meetings of African Planning and Finance Ministers originally planned for March 1991 will now be held in July 1991. This timing will permit the results of the United Nations-initiated process for the final review and appraisal of UNPAAERD to be fed into the discussions of the Ministers. The later date has the added advantage that it will be followed more closely by a regional meeting of Ministers at which the draft UNDP regional programme will be discussed. It is envisaged that the cluster meetings will also consider

six other major long-term concerns of the region, namely: the preparation of national long-term perspective studies, environment, science and technology, regional economic cooperation, safe motherhood, and the policies and development implications of the human immunodeficiency virus infection (HIV)/acquired immunodeficiency syndrome (AIDS) epidemic.

D. Beyond UNPAAERD 1986-1990

67. UNDP's support to UNPAAERD could at best be catalytic with the overall impact being determined by the joint efforts of cooperating development partners and the African Governments themselves. The overall assessment of UNPAAERD has to await the full review process which will be completed later in the year.

68. The economic situation in Africa remains grave at the end of UNPAAERD. Fundamental vulnerabilities and structural weaknesses remain in most economies. Agricultural production improved significantly over 1988-1990 largely due to better climate conditions, thus reversing the negative growth rates in gross domestic product. But population growth averaging about 3 per cent meant there was not significant improvement in the living conditions of the majority of the people. Predictions are that in some countries - Ethiopia, Liberia, Mozambique, Somalia and the Sudan, in particular - this review year of UNPAAERD is coinciding with critical food shortages. Desertification remains a menace. While some initiatives were put in place to relieve the African debt burden, the total debt rose to more than $260 billion at the end of 1990 with the average debt servicing ratio topping an estimated 45 per cent in many countries in 1990.

69. It is against the foregoing background that the final review of UNPAAERD is taking place. The Inter-Agency Task Force is collating information both on the efforts of the United Nations system in UNPAAERD and the efforts of the African countries themselves for the Secretary-General's report on UNPAAERD. This process is expected to be completed by June 1991. UNDP is actively participating in the review process. The General Assembly at its forty-fifth session, by resolution 45/178 A, established an Ad Hoc Committee of the Whole to conduct the final review and appraisal of the implementation of UNPAAERD. The Committee held its organizational session in April, and the final review of UNPAAERD will take place in September 1991 at the forty-sixth session of the General Assembly. The results of the final review will be made available to the regional meeting of African Ministers of Planning now scheduled for November 1991, which will discuss the orientations of the fifth cycle regional programme.

70. Finally, in light of the obvious needs of the region, the General Assembly included in the medium-term plan for the period 1992-1997 a programme entitled "African Economic Recovery, Development and Transformation" (A/45/6 (Prog. 45)) in recognition of the need to make Africa a priority concern throughout the period. There is an urgent need to build on this initiative.

Notes

1/ A/40/666, annex I, declaration AHG/Decl.1 (XXI), annex.

2/ A/45/581, annex.

3/ A/45/427, annex, appendix II.